

FIFTEENTH REPORT OF THE U.S.  
ADVISORY COMMISSION ON INFORMATION

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LETTER

FROM

CHAIRMAN, U.S. ADVISORY  
COMMISSION ON INFORMATION

TRANSMITTING

A COPY OF THE FIFTEENTH REPORT OF THE U.S.  
ADVISORY COMMISSION ON INFORMATION, DATED  
APRIL 1960, PURSUANT TO PUBLIC LAW 402,  
80TH CONGRESS



APRIL 4, 1960.—Referred to the Committee on Foreign Affairs  
and ordered to be printed

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UNITED STATES  
GOVERNMENT PRINTING OFFICE  
WASHINGTON : 1960

ADVISORY COMMISSION ON INFORMATION  
FIFTEENTH REPORT OF THE U.S.

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A COPY OF THE FIFTEENTH REPORT OF THE U.S.  
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APRIL 1, 1960, PURSUANT TO PUBLIC LAW 492

80TH CONGRESS



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UNITED STATES  
GOVERNMENT PRINTING OFFICE  
WASHINGTON : 1960

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## LETTER OF TRANSMITTAL

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U.S. ADVISORY COMMISSION ON INFORMATION,  
OFFICE OF THE CHAIRMAN,  
*Washington, D.C., April 1, 1960.*

The Honorable SAM RAYBURN,  
*Speaker of the House of Representatives.*

DEAR MR. SPEAKER: I transmit herewith copy of the Fifteenth Report of the U.S. Advisory Commission on Information, dated April, 1960. This report is required by section 603 of Public Law 402, 80th Congress.

A copy of this report also is being sent to the Senate.

Sincerely yours,

MARK A. MAY,  
*Chairman, U.S. Advisory Commission  
on Information.*

Enclosure: Fifteenth Report of the U.S. Advisory Commission on Information.

LETTER OF TRANSMITTAL

U.S. Advisory Commission on Information  
Office of the Chairman  
Washington, D.C., April 17, 1960

The Honorable Sam Rayburn  
Speaker of the House of Representatives

Dear Mr. Speaker: I transmit herewith copy of the preliminary  
report of the U.S. Advisory Commission on Information dated April  
1960. This report is required by section 603 of Public Law 86-36  
Congress.

A copy of this report also is being sent to the Senate.  
Sincerely yours,

WALTER A. MONTAGNA  
Chairman, U.S. Advisory Commission  
on Information  
Enclosure: Preliminary Report of the U.S. Advisory Commission on  
Information.



THE FIFTEENTH REPORT  
OF THE  
United States  
Advisory Commission  
on Information



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# THE FIFTEENTH REPORT OF THE United States Advisory Commission on Information

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TO THE CONGRESS OF THE UNITED STATES



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## TO THE CONGRESS OF THE UNITED STATES

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## *To the Congress of the United States*

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The U.S. Advisory Commission on Information was created by the U.S. Information and Educational Exchange Act (Public Law 402) enacted by the 80th Congress on January 27, 1948.

This Fifteenth Report to Congress covers the work of the Commission and contains the principal findings from evaluations of the U.S. Information Agency (USIA) which were conducted by the Commission during the calendar year 1959.

These evaluations were directed by Mark A. May, Chairman, Erwin D. Canham, and Lewis W. Douglas, in Japan, Germany, and the United Kingdom, respectively. Mr. Canham also spent some time attending the American Exhibition in Moscow.

Messrs. Douglas, Canham, and Reed participated in the historic Atlantic Congress held in June 1959, in London. Mr. Douglas served as Chairman of the American Delegation.

Other USIS posts visited in 1959 by members of the Commission included Hong Kong, Taipei (Mr. May), Great Britain, Spain, Switzerland, Germany, Mexico, and the Dominican Republic (Mr. Larmon), Great Britain and France (Mr. Reed).

The Commission met six times in 1959, three times in New York, and three times in Washington, D.C. Mr. George V. Allen, Director of USIA, was present at most of these meetings. The Commission wishes to express its pleasure with the improvement in stature and standing of the Agency under his able leadership.

Commission meetings during the past year focused on the difficult problem of evaluating the impact of the Agency's programs. The Commission also carefully examined and considered at length the proposals submitted by the Department of State which would return the USIA to the Department. The Commission was unable to agree with this proposal and a letter signed by all members was sent to the Secretary of State expressing the Commission's opinion that USIA should remain separate and independent.

The Commission's recent intensive evaluation of the information and education program has helped clarify the differences and similarities be-



tween international communications and diplomacy. It is evident that techniques of mass communications are specialized and different from techniques of negotiation, observation, and reporting which are the principal characteristics of diplomacy. At the same time the task of explaining U.S. foreign policy and of conveying impressions, both implicit and explicit, of our history with certain countries is the responsibility of the entire diplomatic corps.

The results of the Commission's studies have confirmed its long standing views that although a well-coordinated foreign information and education program must be closely associated with the diplomatic process, it can maintain maximum operating flexibility and effectiveness if it remains an independent agency in Washington.

The Agency's two Advisory Committees, the Broadcast Advisory Committee and the Advisory Committee on Cultural Information, continued to provide the USIA with expert opinion and advice on radio and television, books, libraries, music, exhibitions, and the teaching of English.

During 1959, the Committee on Cultural Information held three meetings for two days each. In addition, the Committee's Art Subcommittee met in joint session with the Subcommittee on the Arts, Department of State. This joint session designated a jury which selected the paintings and sculpture that were subsequently displayed at the National Exhibition in Moscow. The joint committee also formulated the basic criteria for the exhibition of fine arts at the Moscow Fair.

The present members of the Advisory Committee on Cultural Information are:

MARK A. MAY, *Chairman*  
HERBERT W. BAYER  
Chairman  
Department of Design  
Container Corporation of America  
Aspen, Colo.

GEORGE P. BRETT, Jr.  
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The Macmillan Company  
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Thomas Y. Crowell Company  
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New York 16, N.Y.

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CHARLES E. ODEGAARD

President, University of Washington  
Seattle 5, Wash.

WILLIAM H. SCHUMAN

President, Juilliard School of Music  
130 Claremont Avenue  
New York, N.Y.

The Broadcast Advisory Committee met three times in 1959. These were also two-day meetings.

The present members of the Broadcast Advisory Committee include:

JOSEPH A. McDONALD

Acting Chairman  
Smith, Hennessey and McDonald  
1240 Nineteenth Street NW.  
Washington 6, D.C.

ROBERT T. COLWELL

Vice President  
J. Walter Thompson Company  
420 Lexington Avenue  
New York, N.Y.

ROGER W. CLIPP

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WFIL Radio Station  
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WTTW—Channel 11  
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RAYMOND F. GUY  
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JACK W. HARRIS  
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HOWARD S. MEIGHAN  
President, Videotape  
Productions of N.Y., Inc.  
8961 Sunset Boulevard  
Los Angeles 46, Calif.

J. R. POPPELE  
Consultant TV and Radio  
Management and Engineering  
9 Crest Circle  
South Orange, N.J.

SYLVESTER L. WEAVER, Jr.  
Chairman, McCann-Erickson Corp.  
(Int.)  
485 Lexington Avenue  
New York 17, N.Y.

In the past year, the Commission approved the USIA Director's request for the establishment of a panel of names for the purpose of advising the Agency on public relations problems. It is the Commission's understanding that the Director will draw from this panel of names, individuals who will assist him on particular public relations problems which may arise from time to time.

All members of this Public Relations Panel were convened twice as a body in 1959. Panel members were divided into small committees in order to explore the solution to specific problems that confront the Agency.

The names of panel members and the institutions with which they are affiliated follow:

JAMES W. ARMSFY  
Associate Program Director  
The Fund for the Advancement of Education  
477 Madison Avenue  
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## PREFACE

Last year was a year of important events in the international area. In many cases these events provided both challenge and opportunity to those responsible for U.S. international information activities.

The Commission's Fifteenth Report to Congress starts with a review of some major events of 1959, and considers the meaning of such events to the overseas information program.

After discussing this type of activity, the report takes up the subject of evaluation of other U.S. information activities. Recommendations are based primarily on evaluations made by three members of the Commission during 1959.

Having considered the past, the Commission then turns its attention to the future. Expected trends in international communications during the 1960's are outlined. Increased Communist activity, technological advances in communications, and the growth of both public and private international visitations are among the foreseeable trends considered.

Changing times will call for new methods and improved operations on the part of USIA. The report sets forth the Commission's views on how the Agency can best move forward in view of the trends for the next decade. Special attention is given to problems of personnel, of executive management, of planning and programs to provide optimum effectiveness in operations with maximum economy of both manpower and money.

Finally, this report addresses itself to the problem of how the United States can meet the challenge it faces in international communications. Should our information, education, and cultural activities all be centered in the Department of State? Or should the Department of State continue in these areas primarily in a policy-forming role with operations concentrated in a separate agency?

The Commission restates its firm conviction that the proper course is not to return USIA to the Department of State. Rather, the challenge of the future can best be met by strengthening the position and stature of USIA as a separate agency for international communications.

In this way, the Agency as an important supplementary arm to the Department of State and to other U.S. departments and agencies can follow, explain, and support U.S. national security policies as established by the National Security Council (NSC), the Department of State, and other appropriate agencies. At the same time it will be able to operate most efficiently in the area of information, education, and cultural activities where lie its specific responsibilities and specialized ability.

It is the Commission's hope that this Fifteenth Report will prove helpful to the Congress, and that it will contribute toward the common goal of an effective international communications program for our country.

# THE FIFTEENTH REPORT OF THE United States Advisory Commission on Information

## 1959—A Year of Great Events

The year 1959 again provided evidence that among the most effective information activities are those based on dramatic events.

It is not so much that “actions speak louder than words” as it is that words linked to actions carry conviction, interest, and impact that is otherwise difficult to achieve.

In the past years, Soviet activities such as the Sputniks provided opportunities for impressing other countries which the United States could not match. 1959, however, provided a precedent-shattering series of events favorable to the United States. And it was around these events that major efforts of the United States Information Agency revolved.

First in importance were the President’s personal trips to Europe and later to the Near East, South Asia, and Africa.

Of these visits the President himself said in his Christmas message after his return:

“My trip was not undertaken as a feature of normal diplomatic procedures. It was not my purpose either to seek specific agreements or to urge treaty relationships.

“My purpose was to *improve the climate in which diplomacy might work more successfully*: a diplomacy that seeks as its basic objective, peace, with justice for all men.”

His point that the trip was not a feature of “normal diplomatic procedures” is worthy of note. The following list of other important events occurring in 1959, representing in total a dramatic breakthrough in communications between the U.S. and the USSR, was also outside of normal diplomatic

procedures. Yet each represented an important opportunity for the information program.

The Vice President of the United States visited the USSR and Poland and spoke over their television.

Two Russian First Deputy Premiers (Mikoyan and Koslov) visited the United States.

The Russian Premier, Mr. Khrushchev, traveled through the United States.

An American Exhibition was held in Moscow.

A Russian Exhibition was held in New York City.

The President of the United States announced plans to visit the USSR.

Tourism and exchanges between the two countries increased.

The exchange program between the United States and the USSR was successfully renegotiated.

In summary, 1959 was a year in which communication between the United States and the USSR increased significantly.

Here in the United States the American people heard the voice and saw the face of competitive communism on their own doorstep. Mr. Khrushchev told Americans directly that his program was designed to beat them. And many Americans realized, perhaps for the first time, that Russia's communism has worldwide programs, objectives, and operations.

Mr. Khrushchev was a combination of the diplomat in some appearances, and the outright propagandist in others. Thus many Americans learned firsthand of the way the USSR combines its conduct of international relations with its conduct of international communications. And does so from the highest levels of government down.

If this was happening at home, what was going on abroad? The answer on the information front lies in the way in which USIA constructed its information activities around these events. Full details are available in the Agency's own report to Congress, but the Commission would like to quote two excerpts as examples:

"The objectives of the Agency in publicizing overseas the President's December trip were to supplement on-the-spot reporting by the news media of many countries, to amplify the President's activities and his words, especially in places where local news facilities are



limited, and to prolong the story of his unprecedented trip and its significance in the minds of people everywhere.

"A four-man coverage team, augmented in each country by local USIS staff members, reported the trip through all media. USIA's 200 overseas posts in 80 countries translated and adapted the coverage for use by local press, radio, television, and motion picture outlets. The Voice of America broadcast details of the President's activities around the clock to the world, reaching some areas in which few facts on the subject were reported locally.

"A color motion picture, for showing in theaters abroad, as well as in USIS information centers, was one method of conveying over a long period the trip's exemplification of U.S. support for political independence and sympathy with efforts of other nations to progress economically.

"The 79 newspapers and magazines which USIA publishes in 37 foreign languages constituted another long-term method of describing the President's visit and its aims for millions of persons, some of whom had access to no other source of this type of information. *American Reporter*, a bi-weekly magazine issued in India, published a special illustrated supplement on the tour for its quarter of a million readers and distributed an additional half million copies in English, Bengali, Hindi, and Tamil at the New Delhi Agricultural Fair.

"Among other Agency publications publicizing the event were *American Outlook*, a newspaper received by 100,000 Africans, and *Free World*, a Far East magazine with a circulation of 588,000. It is published in English and nine foreign languages at USIA's printing center in Manila."

\* \* \* \* \*

"*The Khrushchev Visit to America*. Reporting of the Soviet premier's visit to the United States centered on what the Communist visitor saw. The aim was to give people abroad the same impressions they would have received had they actually made the trip, including impressions of this country's economic vitality and the strength and peaceful intentions of the American people.

"Weeks before Mr. Khrushchev's arrival, the Agency sent its posts detailed background information about the cities, organizations, in-



dustrial plants, farms and individuals to be included on the trip. Overseas posts made this information available to foreign newspapers and radio and television stations, which used it in previewing the tour for their countrymen.

"The Voice of America was able to report fully to Premier Khrushchev's own people because the Soviet government lifted the jamming barrage which had ordinarily made Voice reception difficult. Voice broadcasts about the trip culminated in a three-hour special program beamed to the USSR on several frequencies. This program included the press conference in Washington at the conclusion of the visit and the visitor's final American television address.

"An Agency color film on the trip was viewed in the theaters of many countries. Its overseas showings continue."

These excerpts from the Agency's Report give an indication of how USIA in 1959 moved to take both short-term and long-term advantage of events that would lend impact to the U.S. overseas information program. The Commission commends these efforts.

This part of the USIA program commanded interest and attention. It is well to remember that at the same time the Agency was continuing to carry on many other efforts—equally important if less dramatic—in many areas of the world.

During the year 1959, unprecedented prosperity and economic health in Western Europe, the United States and Japan remained in sharp contrast to the difficult economic and social conditions found in the underdeveloped areas of the world.

The development of international understanding between the United States and Latin America, Africa, and the Near and Far East is indissolubly associated with the solution of their social and economic problems.

It is in these areas that competition between the Sino-Soviet Communist bloc and the United States as the leader of the free world is greatest. Each is armed with its respective solutions to the age-old and complex problems of illiteracy, poverty, and disease.

This is a vital area of continuing action on the information front; Determination as to how the United States is faring in this competition presents many problems.

It is not too difficult to judge the results of highly dramatic information efforts, such as those surrounding the President's trips abroad. The difficulty is in evaluating the effectiveness of the steady, quiet, day-by-day efforts that are the hard core of USIA activities.

The problems of evaluation have received particular attention from the Commission during the past year, and it is to evaluation that this report turns next.

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The problems of evaluation have received particular attention from the Commission during the past year, and it is to evaluation that this report turns next.

## Evaluation

The foreign information program of the United States is probably one of the most evaluated and scrutinized programs of the U.S. Government.

Many congressional committees have studied its operations at home and abroad. These have included hearings and investigations conducted by the Senate Committee on Foreign Relations, the House Committee on Foreign Affairs, Senate and House Committees on Government Operations, the House Un-American Activities Committee, and the annual painstaking, systematic and meticulous reviews by the House and Senate Appropriations Committees. At most of these hearings private citizens have testified on the basis of their own observations or experience with the information program.

The USIA itself, and its predecessor organizations also have made periodic efforts to examine and evaluate the information programs.

From time to time interdepartmental committees on the executive side, working with private groups have appraised the objectives, organization and effectiveness of the program.

One of the most systematic studies and reappraisals of U.S. information operations was completed in 1953 by the Jackson Committee, a group of distinguished private citizens and public officials appointed by the President of the United States.

In 1956 all U.S. Ambassadors were called upon by the Secretary of State to give their evaluations of the information program.

Occasionally, newspapers of national stature have polled their corps of foreign correspondents for an analysis of the effectiveness and impact of the information program in different countries. Sometimes one correspondent has been given the task of examining USIS operations in selected countries. And frequently radio and television commentators have developed their own critiques of our information program.

Books, articles, and studies appearing in popular magazines or in scholarly journals have assessed the capabilities and limitations of overseas information and of its various segments.

Last year the U.S. Chamber of Commerce, a completely private organization, sponsored a valuable study of USIS by polling American



businessmen stationed abroad for their views of the USIS operations on the scene.

Finally this Commission itself from time to time has reported to the Congress and to the Director of USIA, the results of its appraisals of USIS whenever members of the Commission were able to travel abroad.

The Commission has also examined the Agency's various efforts to evaluate its own operations and has reserved its judgment on the merits and validity of numerous experimental efforts. It has noted with sympathetic interest attempts to gather "evidence of effectiveness", to separate inspection from evaluation and subsequently to combine them and to conduct the fiscal audits of the Agency's operations. It has watched the Agency concentrate evaluation responsibilities first in one staff and later in many staffs. The Agency first gave this responsibility to its staff in Washington and then to its staff in the field. The Agency has sent single evaluators and teams of evaluators ranging from two to four officers. At one time, representatives from the Department of State served as members of Agency evaluation teams.

More recently, the Agency has again given this responsibility to an Inspection Staff in Washington whose reports have shown considerable improvement and promise.

The Commission has urged upon the Agency the need to develop research tools to collect the kind of data needed for evaluation. And many methods and devices have been tested.

Despite all of these efforts—public and private, legislative and executive, scholarly and journalistic—most evaluation reports have left their readers unsatisfied.

In response to requests made by members of Congress and in pursuance of Public Law 402 which states that the Commission shall make appraisals of the foreign information program where feasible, the Commission spent an entire year considering and studying a variety of methods and techniques that might be helpful in improving evaluations of USIS abroad.

During the past year, three Commissioners conducted independent evaluations of USIS in Japan, Germany, and the United Kingdom. These reports, some classified, have been turned over to the Director of USIA.



In addition to specific observations and recommendations which will be covered shortly, the Commission has arrived at certain general conclusions:

1. It is difficult, if not impossible, to isolate the information effort from all of the other efforts and elements of the world-wide competition between communism and the free world.
2. It is almost impossible to measure the short-range effects of particular information activities or particular media.
3. The role of USIS and the cumulative effect of repeated efforts in the information field are more susceptible to appraisal and evaluation.
4. Competent appraisals cannot be completed quickly.

The Commission believes that one of the difficulties with past evaluations is that they were seldom in sufficient depth. Although the Commission's present evaluations have probably not yet succeeded in "touching bottom", an effort has been made to study the people of the country, their fears, hopes and aspirations. The historic, social, political, and intellectual conditions which serve as a framework for judging USIS objectives, policies, programs, and operations have been taken into account.

It is this type of evaluation that individual members of this Commission conducted in Japan, Germany, and the United Kingdom. From these evaluations four major recommendations have emerged.

*The first recommendation is that bi-national information activities are the most effective and should be developed.*

Under arrangements suitably worked out between the United States and the host government, communications activities are increased through partnership and joint effort. In addition, the bi-national approach appears to stimulate interest and participation of private resources, funds, facilities, and individuals. The Commission has made this recommendation in its past reports to the Congress and to the Director. Last year's evaluations confirm and underline the validity of the recommendation.

*The second recommendation is that USIA suggest and encourage the initiation of special events and activities and follow these up with carefully planned information and education programs.*

As discussed earlier in this report, such special events as the exhibit in Moscow or the President's trips abroad not only have a powerful short-

term impact, but also provide a solid foundation for longer term programs of information. Performances by U.S. artists, trade fairs, exhibits, etc. should be encouraged on both counts. First, as positive *deeds* that demonstrate U.S. interest in other countries, and, second, as a springboard for *words* of information and understanding about the United States. The combination of deeds and words appears to speak more loudly and more lastingly than either alone or than both uncoordinated.

*The third recommendation is that more attention be given to fitting programs to countries.*

Approaches and techniques suitable to those countries (Western Europe and Japan) where the communications networks are long established and complex, are not appropriate for underdeveloped areas where the communication patterns and habits are relatively simple if not primitive. Thus, programs for most of Africa, South and Southeast Asia, the Middle East, and a good part of Latin America should be conveyed primarily through radio, motion pictures, exhibits, and television wherever the facilities for this powerful new medium have been developed. The large amount of illiteracy in these areas calls for presentations with audio-visual techniques. Other media should be subordinated, substantially reduced, or completely eliminated.

*The fourth recommendation is that personnel policies be based on the fact that in all areas where USIS operates, the finest media output is no substitute for personal contact.*

U.S. Information and Cultural Officers abroad are constantly called upon to communicate personally with many diverse groups on an infinite variety of topics that relate to the United States, its way of life, and its foreign policy. Personal contact has gradually become one of the most valuable functions performed by USIS officers. In this area, the Agency must expect and accept from its officers nothing less than excellence in standards and high quality performance. Future recruitment should place heavy emphasis on these requirements. Future training should concentrate on communications techniques and an understanding of foreign psychology in order that information about the United States may be transmitted in the most effective manner.

Supplementary evidence to buttress this recommendation may be found in the 75 well educated, well trained American guides who did such

a splendid job in explaining the American way of life in the Russian language at last summer's exhibition in Moscow.

In conclusion, the Commission believes that continuing attention should be given to improvement of evaluation efforts. These can be of particular importance in view of the developing trends and the increasing challenge in the field of international communications which this report considers in the following sections.

## **Trends for the 60's—and Recommendations**

In past reports to the Congress, this Commission has attempted not only to evaluate past performance, but also to establish guide lines for the future. That some of its recommendations have proved helpful is indicated by the report on the results stemming from them, included in Appendix No. 1. For a report on the Agency's reaction to the recommendations contained in the Commission's Fourteenth Report, see Appendix No. 2.

It is particularly fitting as a new decade starts to look ahead for the developing trends and changing situations that may face USIA in the 1960's.

The Commission owns no crystal ball. Its estimates for the decade ahead are based on its past experience in observing and appraising the information program, and upon its own evaluation of present activities and probable developments.

The estimates are also based on two general assumptions. First, that there will be no outbreak of large scale hostilities. Second, that the overall competition between communism and the free world—in both developed and underdeveloped areas—will continue and probably increase during the decade.

What follows is the Commission's projection of international trends pertinent to the future of the U.S. foreign information and communications program, and some suggestions as to what these trends will mean to the United States.

### **Trends in International Communications**

1. Communist propaganda and cultural activities will continue to increase, especially those emanating from Communist China.



In 1959 the Sino-Soviet bloc's international broadcasting increased 400 hours per week—from 2,530 hours to 2,921 hours. This is the greatest increase in any year of Communist international broadcasting. (The Voice of America broadcast 567 hours per week during 1959.)

Similar growth has been observed in the number of Communist books and magazines published in foreign languages, in their motion pictures, exhibits at trade fairs, international meetings, and other activities.

The Soviet Agit-Prop directors sit at the very top of the Soviet hierarchy where fundamental decisions are made. Thus there is top level control and direction of the Communist propaganda apparatus. Each year there has been continuous enlargement of its program and facilities. There is every reason to believe this expansion will continue in the decade ahead, especially as the Chinese Communist flow has just begun.

*RECOMMENDATION:* Planning of U.S. international communication activities—both informational and cultural—must be adjusted to the increasing Communist effort. This Commission does not recommend that the United States should attempt to match their *quantity* of output. It does urgently recommend constant effort to improve our *quality* of output. The Communists have been and will continue to be outspending the United States. To keep pace, we must *outperform* them. The Commission believes this will be one of the great challenges facing the United States in the coming years.

2. Competition between communism and the free world will be increasingly intensified in the underdeveloped areas of the world.

The greatest changes of the 1960's may well occur in South and Southeast Asia, Africa, the Middle East, and Latin America. There also will occur the strongest efforts to influence minds, and swing opinions.

In Africa alone startling changes have occurred. In 1950 there were only three independent nations excluding Egypt. In February 1958 ten were independent excluding the United Arab Republic (UAR). By the end of 1960 there will be 16 or 17 independent African nations.

Sino-Soviet bloc cultural and propaganda techniques and activities



aimed at persuading these new African countries to move into the Communist camp are becoming more apparent. For example:

- a) Between 700 and 800 students from Africa (excluding the U.A.R.) attended the July 1959 Communist Youth Festival in Vienna.
- b) In 1958 and 1959 the Sino-Soviet bloc radio programs to Sub-Saharan Africa were inaugurated. The most recent reports reveal that this broadcasting has now reached 61 hours per week.
- c) During the past five years the construction of radio facilities in Africa, south of the Sahara, has also increased substantially both in number of transmitters (two-thirds again as much) and in total KW capacity (more than double). In the next five years even greater expansion is forecast.
- d) In 1959, the Soviet Association of Friendship for the Peoples of Africa was established for the purpose of fostering contacts with African individuals and organizations.
- e) More and more Africans are studying in Soviet bloc countries, and Soviet universities are steadily increasing their programs in African studies. The recently announced establishment of a university in Moscow for Asian, African and Latin American students, although segregated from Russian students, is another important part in the unfolding pattern of interest in this area. In addition, as of October 1959 an African Institute was established as a full-fledged Department of the Soviet Academy of Sciences.
- f) More recently the Ethiopian press has announced that the USSR will build, as a gift, a technical school in Ethiopia to accommodate 1,000 students. Also TASS announced in February 1960 that the USSR will build a technical institute in Conakry, Guinea, housing 2,500 students.

The requirements of new nations, or of old nations struggling to modernize, are essentially three-fold. *Economic*, raising the physical standards of living of the people. *Social*, with special emphasis on eliminating illiteracy through mass education. *Political*, establishing and maintaining a strong, stable administration of a country's affairs. All three requirements represent opportunities for U.S. help.

*RECOMMENDATION:* The United States should pay special attention to these underdeveloped areas with programs appropriate to their levels of literacy and of economic and political development. Where illiteracy is high, communications specialists should develop techniques and materials which are simple and graphic, including radio, motion pictures, and other audio-visual materials.

In addition, higher levels of education will also present opportunities which the United States should be prepared to meet. For example, learning the English language is a primary goal with many peoples. The United States should expand its governmental and private efforts to meet this demand. Translating and making available basic American textbooks, establishing courses in American studies, and providing basic materials for education in scientific and cultural fields should become an increasingly important part of the U.S. Government's communications program. Reaching the newly educated must not be neglected in the next decade.

3. There will be striking technical advances in the methods and means of communication.

The past decade has seen the start of television as a means of international communication. There have been advances in the use of radio and other media. This march of science is not likely to stop.

The scientific press from time to time has reported on spectacular developments that are possible in the field of space which could produce substantial and even startling improvements in methods of communicating between nations. Among such technological improvements is the possible development of a communications satellite in space.

It has been known for some years that a satellite in a circular orbit about 22,000 miles above the earth would remain over a fixed point on the earth's surface because its speed would match the earth's turning the way a spot on a wheel rim matches the speed of a spot on the hub. Theoretically, three such satellites in an equilateral triangle around the Equator could cover the earth, except for the polar regions.

Apart from TV, radio relay satellites are definitely in prospect. While in the past proposals have been considered in terms of the military or commercial value of improved communications, the values of

such satellites from the point of view of facilitating the free flow of information throughout the world should also be considered.

*RECOMMENDATION:* The Commission urgently recommends that all encouragement be given to those agencies of government that are responsible for the experimental and research work in technical developments for the advancement of international communications. It is also recommended that USIA be kept abreast of all developments in this field.

4. The preparation of communications between nations will tend more and more to become bi-national and in certain instances multi-national in nature.

As pointed out earlier in this report, the results of evaluation have convinced this Commission that "bi-national information activities are most effective." This should not exclude, however, multi-national efforts in the international communications field although these admittedly present more difficult problems. There is every indication that this country-to-country approach will develop still further in the decade ahead.

Bi-national centers, joint enterprises and projects between the United States and other countries should expand. Many groups overseas are seeking assistance and support in their efforts to cooperate with U.S. information and communications programs.

This will represent a change from the unilateral communications efforts of the past, for communications are most effective when they are a two-way, not a one-way street. This refers not only to information but to cultural and educational materials as well.

An important part of this trend will be further growth in private plans and projects between the United States and other countries, such as the People-to-People program. Private efforts by U.S. broadcasters, publishers, educators, and industries will also increase. And all will be of important help to the U.S. communications program.

*RECOMMENDATION:* The United States should encourage the development of the bi-national approach in those countries where conditions make true cooperation both possible and practical. It should attempt to develop in certain instances the multi-national approach despite the difficulties it presents. Every help should be given to those



favorably disposed to the free world to enable them to participate as partners in U.S. information and communications programs. For example, programs like the Citizenship and Civic Education project so successfully developed by USIS-Mexico, based on materials made available by Columbia University, should be multiplied.

In addition, the United States should help those countries interested in sending educational, informational, or cultural materials and personnel to the United States. Only as we facilitate such importations can communications become actually a two-way street.

Finally, special attention should be given to supporting and encouraging private activities in this area. The trend of People-to-People, and Business-to-Business communication is well worth encouraging.

5. International contacts and visitations—public and private—will increase at a rapid rate.

This can well be one of the most important trends of the future. Sympathetic understanding and appreciation of other people is most easily gained by visits to other countries, and this is perhaps even more true of visitors to the United States than of Americans going abroad.

There are three aspects of this development in international visitations which should be considered separately—visits by heads of state; visits to international meetings by public officials, business and professional men, and others; and tourism by average individuals.

A. *Heads of State*: Mention has already been made of the President's visits abroad and of Premier Khrushchev's trip to the United States.

It seems inevitable that increased personal contacts between chiefs of state will become a more common occurrence in the years ahead. And there is present evidence of how valuable such visits are to information activities.

*RECOMMENDATION*: While the primary purpose of such visits is not, and should never be, a publicity device, much good public relations can result. The Commission believes the USIA should have a voice in the planning and timing of such top-level visitations. There should also be most careful attention given to developing to the maximum both immediate and long-range values. Commendation is again given to the excellent work of the Agency during 1959



in this regard, and encouragement to develop still more effective programs in the future.

B. *International Meetings*: In recent years the number of international meetings of all kinds—business, government, professional, cultural, scientific, sports—have brought together people from different countries. It can safely be predicted that the years ahead will see more and more such meetings. And this can be all to the good. The exchange and sharing of experience that takes place goes far toward building understanding and doing away with misconceptions.

The Communist countries have been particularly active in sponsoring international organizations, conferences and meetings. It appears natural that there is a greater benefit to the sponsoring country than to those who are merely participants.

*RECOMMENDATION*: It is the opinion of the Commission that the United States should make greater efforts during the next decade to sponsor international meetings. This could be particularly important in the area, among others, of youth and youth activities, for its effect upon the future citizens and leaders of other countries could be immense.

C. *Tourism*: Prosperous economies, interest in other countries and speedier transportation have all contributed to a boom in tourism that should continue and grow during the 1960's. This will be a powerful force in the improvement of international understanding among the peoples of the world.

The United States cannot fail to benefit from the increasing movement of people, for negative attitudes can be corrected and popular misconceptions of our country and our way of life eliminated.

The President's proclamation of 1960 as "VISIT U.S.A. YEAR" is a significant move in the direction of attracting to this country a larger flow of visitors from many lands.

*RECOMMENDATION*: Much effort has been directed by government and travel agencies to minimize and in some cases lift completely barriers to travelers to the United States. The Commission hopes that much more will be done. It believes that public and private enterprise will continue to cooperate even more effectively

in promoting future foreign travel to the United States. The USIA should continue to lend its full support to the "VISIT U.S.A. YEAR" project. And in future years the Agency should do all it properly can to stimulate interest in visiting our country and to facilitate such visits.

As a separate note, the Commission would like to express its belief in the special importance of visitation at all levels from tourism to visits of heads of state between the United States and the USSR. Those exchanges which have already occurred are only the beginning of much larger exchanges that can be developed in the next decade.

The recent success of the American Exhibition in Moscow, the publication and distribution of AMERIKA Magazine, and the reduction in Soviet jamming of VOA broadcasts should encourage the U.S. Government to sponsor other communications efforts in the future.

It is vital to a lessening of world tensions that the United States seek every opportunity to tell our own story in those areas of the world where information about our country and our people is most inaccurate or distorted. This can be done, in the words of the Commission's 14th Report to Congress, without trying "to remake others in our image." The Commission recommends that USIA should keep striving for expansion of USIS activities in the Soviet and satellite countries.

6. During the 1960's there will be an increasing awareness of the public relations aspects of foreign policies.

This is a trend that has become increasingly evident in the last decade, and experience suggests it will become even more important in the years ahead. In preceding reports the Commission has discussed the function of USIA as a counselor on international public opinion. It has recommended that both in Washington and abroad, the advice and suggestions of USIA can be of value to any executive branch of our government whose policies may influence our foreign relations.

There is no intention to repeat here all of the previous discussion. The Commission does, however, wish to renew its recommendation in the conviction that there will be a growing awareness of this need during the 1960's.

## What These Trends Will Mean to USIA

If the Commission projection of trends for the 1960's is correct, the decade will see important changes in the U.S. foreign information operation. To meet the new demands, plans, personnel requirements, program development and program materials will undergo substantial modification.

1. It is clear that the Information Program must be planned as a long-range enterprise. It has benefited from constructive criticism in the past but support for it must recognize that its harvest is long-term and its influence is cumulative. The effort must be steady for audiences are difficult to develop and hold. Once acquired they do not understand sudden flurries of activity which are followed by sharp curtailments. Audiences grow slowly and their strength requires time and habit. The United States has cultivated audiences for its information services for 12 years, and the fruits of its labors are in many instances only now becoming apparent.

In an article entitled "Inching Along", the London Times on March 3, 1959, in reviewing the British Information Services concluded "if we are to keep up our end of the cold war we are in for a long haul and the sooner we acknowledge that certainty in our planning of all the information services the better." This sound advice is equally applicable to the information services of the United States.

2. The experience of the Agency in the 50's has witnessed a gradual change in the requirements of its foreign service personnel.

There appears to be less emphasis placed upon the technical skills involved in preparing a newspaper, writing radio scripts, developing or producing motion pictures, etc. Although these technical skills are required by the mass media operations in Washington and in the field, many of them are available to the Agency in foreign countries and are in fact performed by foreign nationals under the guidance of American officers.

The emphasis today appears to be more on broader education and training and the ability to communicate effectively with foreign audiences on a direct personal basis. These are requirements for representing the United States abroad with foreign citizens from all walks of life. In the opinion of the Commission, appointments to this corps



ranging from ambassadors and ministers to the newly recruited foreign service officers should consider these talents of personal communication. The Commission believes this trend will become even more pronounced in the future.

The ability to communicate effectively is especially necessary in the cultivation of these personal contacts which may be the most important function performed by foreign service information officers as a supplement in large measure to the Ambassador and his staff. To perform well in this role, Americans serving abroad will need to perfect their knowledge of the language, traditions and psychology of the people to whose country they will be accredited. They must understand the psychology of the new nationalisms that are sweeping the world. They must be thoroughly grounded in the strategy and tactics, ideology and organizational apparatus of international communism. They must possess at the same time a well tested understanding of the economic, political, intellectual, and social history of the United States including present-day trends.

These requirements are relevant to every person representing the United States abroad as well as to the members of USIS. They are demanding requirements and it will take our finest talents.

The Commission hopes that nothing which is recommended by the requirements for foreign duty among U.S. Information Service (USIS) personnel should be construed to mean that the diplomatic corps and the members of the foreign service are relieved of one of their fundamental responsibilities, which in collaboration with USIS include not only the explanation of American policy but the elaboration of American cultural life and the developments of our own historical experience.

The recent reorganization plans of the USIS-Tokyo mission referred to later in this report, and the singular success that the Agency has had with its junior officer recruitment training program in Washington have both recognized the importance of personnel who are substantively knowledgeable, and who can communicate and develop personal contacts. The rise in area training programs and courses in international communications in American colleges and universities will help supply the talent that will be necessary for the sixties.



Another previous Commission recommendation bears repeating. The Agency should reduce the amount of rotation in office in its overseas missions. Officers should be encouraged to remain in countries for longer tours with the exception of hardship posts. For most experienced officers testify that only at the end of two years at a post do they begin to operate effectively. It is inefficient to pull them out at a time when they are only beginning to reach their optimum.

Reducing the amount of rotation for overseas positions will also tend to stabilize the situation in headquarters. Although the Commission concurs in the Agency's present policy of encouraging its Washington staff to seek overseas assignments, the Commission has observed that many positions in USIA's central headquarters—for example, research and planning officers, certain media and administrative specialists, or technical personnel—require longer continuity of service. The Commission, in its previous reports to Congress, has been in general accord with the philosophy developed by the Senate Committee on Foreign Relations in its recent report on the Foreign Service Act Amendments of 1959, issued on September 2, 1959, to accompany S. 2633. The Commission refers in particular to Section 6 on Foreign Service Officer Classification, Sections 9 and 18 on Language and other qualifications, and Section 20 on Specialists and Generalists. The Agency should study the Committee's recommendations with a view towards applying them to the USIA.

Satisfactory personal adjustment of the individual officer and his family to foreign duty is also important. In this area the Agency has recently experimented with a psychiatric and psychological testing program designed to weed out new recruits who give indication that they would probably experience maladjustments and probable failure if stationed abroad. This is a new and promising service which, if administered carefully, fairly and humanely, will go a long way toward developing a healthy foreign service officer corps.

Finally, the Agency should be encouraged to develop a career system for its foreign service personnel corps, equipped with a system of sanctions and rewards that will eliminate those who cannot function well abroad and encourage the able and more gifted. The Commission

again calls the attention of the Congress to the recommendation that such a career system should be granted legislative authority.

3. There is evident a growing need in the Agency for the planned selection and development of executive managers.

On February 5, 1960, the President of the United States issued an order to the heads of executive departments and agencies, which said in part:

“Employees with executive potential in positions below the top career levels must be identified, trained and developed over a period of time to increase their capacity to perform the complex functions of career managers.”

In accordance with this order, the Commission recommends that the Agency immediately initiate a study designed to:

- a. Establish qualifications and requirements for the heads of all large offices and services where managerial ability is an essential for efficient operations.
- b. Recruit from among individuals, who have demonstrated a flair for executive management, candidates for training for managerial positions.
- c. Establish a regular training program that will help such individuals develop their management abilities and skills, thus insuring a supply of professionals who combine experience and knowledge to become the top managers of the information program in the 60's.

In the light of the need as well as of the President's order, the Commission urges the Agency to address itself to this task with vigor and dispatch.

4. The Commission has observed that in recent years the Agency shifted its approach from so-called propaganda to straight information. The Agency and its Director have made a determined effort to increase the reliability of USIA as a source of factual information about the United States. Without in any way cutting down programs that depict American progress and advances in many fields, there is a deliberate policy to omit any suggestion of boasting or bragging which frequently alienate and annoy foreign audiences. The aim is to present the

truth, and foreign recognition of this aim will gradually produce that high degree of credibility that the Agency seeks.

There is evidence that this recognition is developing. On May 8, 1959, the distinguished British historian, Arnold J. Toynbee, in his lecture entitled "An Englishman Looks At America's Changing Role in the World" said in Bonn, Germany, "after a period of trial and error, the present-day Americans seem to me to have learned that the best way of instilling confidence in the foreign policy of the United States is to give people in other countries the factual information that will enable them to form their own judgments about the United States and its citizens. In this field, frankness, sincerity, and objectivity always prove to be the best policy". Balanced sober presentations, executed with dignity, will go a long way towards creating and holding foreign audiences. They will also project a more accurate image of the United States.

5. While great emphasis should continue to be placed on the approach and tone of information materials, particular attention should be given to the quality of the contents of these materials.

This Commission has long stressed the need to reduce the quantity of media output in favor of fewer but better communications. Although a gradual improvement in output has been noted, the Agency should strive even harder to achieve preeminence in the field of international written and audio-visual communications.

How to improve the quality of information materials is a task that must be shared in by the entire Agency. Perhaps Agency sponsored competition, followed by awards to those who produce the most outstanding motion picture, television and radio programs, information brochures, pamphlets, columns, photography, cultural packets, exhibits, art, and music programs would serve as additional incentive. High quality production and excellent performance should be stimulated and recognized more overtly by the Agency.

In the preparation of material and in the planning of well rounded information and communication policies and programs both in Washington and in the field, the Agency should utilize more often the vast amount of useful data that has been accumulated by research officers in the field and by the Research and Analysis Office in USIA.



6. In the last few years the Commission has observed two imaginative proposals that were developed from within the Agency itself which have provided more effective information and communications programs. The first, prepared by USIS in Yugoslavia, was referred to in the Commission's Fourteenth Report to Congress. It was directed at the development of long-range program planning within a country so that all the media of communication would be efficiently utilized in the pursuit of few but sharply articulated goals on a month by month basis. The Commission commended this proposal because it was in accordance with its past recommendations that the Agency review the wide variety of its functions and objectives with the purpose of consolidating and eliminating marginal or superfluous ones.

The Agency's own inspector examined this plan approximately one year after it was put into operation. He concluded that "the country plan is the powerhouse of the USIS operation in Yugoslavia and, interpreted through the Monthly Themes, it has resulted in the most integrated country operation which the Inspector has seen in a number of years of overseas service. . . . The unique feature of this Plan, in comparison with those of other countries, is a list of Monthly Themes, laid out for two years in advance, and this device has brought about an extraordinary coordination between the Plan itself and the subsequent activities of the officers."

This year, another imaginative proposal, developed by USIS in Japan, is singled out for attention and commendation by the Commission. This proposal resulted in a major reorganization of one of the largest USIS posts.

The effect of the reorganization was to place the guidance and content control of local USIS media production in the hands of a specialized programming unit. Each of the six American officers in this unit is responsible for the planning of all media production in support of a particular theme, where in the past each media planned its program relatively independently.

These programming specialists analyse the various situations faced by the USIS mission, and, having at their disposal all raw media materials coming in from the Agency, see that the pertinent *content* of



each piece of material (script, pamphlet, tape, film) is worked into the final end product of other media at the Post.

The Public Affairs Officer believes that the new system will permit heightened concentration on priority tasks, better use of Washington-produced and acquired materials, and a more efficient application of the collective abilities of senior American and local personnel.

The Commission would like to recommend that this proposed plan of organization and operation be carefully studied by the Agency.

The basic concepts developed in this plan may prove valuable to other USIS posts around the world and to the organization and operation of the Agency in Washington as well.

A thorough study by the Director of USIA and his senior personnel of the USIS-Yugoslavia plan of 1957 and the USIS-Japan plan of 1959 could lead to a modernization of the Agency more in accord with the trends and developments in communication noted above.

7. Although the Agency has always produced cultural materials, it is only during the past two years that rapid strides have been made in the development of a more coordinated cultural program which has begun to permeate all media.

Thanks to the concentrated work of the Agency's cultural planning office, the Agency's internal cultural committee, and the Agency's Advisory Committee on Cultural Information, the quality of USIA's cultural materials has improved.

The internal cultural committee which meets weekly, serves as a central clearing house of information and a channel of communication between cultural planning officers and area and media officers for Agency-wide projects relating to the cultural program. The Agency's Advisory Committee on Cultural Information has made numerous recommendations and suggestions to the Director which have substantially strengthened and furthered the development of the cultural program.

In addition to the cultural and scientific packets, musical transcriptions, works of art, exhibits, books and publications that have been sent to the field, there has been a steady flow of motion pictures, television and radio programs, press feature material and photography which reflect a more balanced cultural information program.

The Commission commends the Agency for its efforts to provide the organizational backstopping for the overseas cultural program which an earlier Commission Report to Congress had found lacking. There is at present in the Agency a greater consciousness of the importance of the cultural program which stems from the Director and includes the media and area office staffs.

The progress made in inducing all media of the Agency to develop more coordinated cultural programs and to balance them with information programs should be accelerated in the years ahead. The development of the information and cultural programs has demonstrated that they work hand in hand, one facilitating the other. As the recent Brookings report on "The Formulation and Administration of U.S. Foreign Policy" put it "there are necessarily inherent links between cultural and information activities." Information programs cannot ignore the cultural side of the United States, and cultural exchanges must utilize wherever possible the channels of mass communication that can be made available to them.

In the years ahead, the artificial differences that have separated information, education and cultural programs in the past will tend to disappear as the U.S. Government integrates more effectively these functions in a total foreign communications program.

These are some of the principal emerging trends which should be considered in the planning and execution of U.S. foreign communications programs. They open up new vistas and constitute new challenges and new opportunities for the future.

## The Challenge in International Communications

“Today we face a test no society has ever fully met: how to make competition the life, not death of nations”. (Secretary of State Christian A. Herter, before the National Foreign Trade Council, November 16, 1959.)

The Secretary's statement extends to every aspect of life, for the Communist challenge is total, sustained and long-range. It embraces science, space, scholastics, and sports. It includes ideology and practices, economics and politics, trade and standard of living.

The Commission believes that this increasing competition will place an especially heavy burden on communications which will have the important responsibility of describing and explaining to the rest of the world how and what we are doing in every significant area of human activity. Spectators and participants throughout the world will wish to know how the forces of freedom are faring in a competitive struggle whose progress and outcome will affect the destiny of mankind.

This competitive struggle in the international arena for preeminence and leadership—if not for survival—constitutes the challenge to our entire society. “To make competition the life, not the death of nations”, is the profound task that faces both international communications and diplomacy.

The people of the United States recognized that a new, powerful ideology was loose in the world when the Congress passed the Smith-Mundt Act (PL 402) in 1948. This Act established an information service and an educational exchange service.

The purpose of the information service was

“to disseminate abroad information about the United States, its people, and policies promulgated by the Congress, the President, the Secretary of State and other responsible officials of Government having to do with matters affecting foreign affairs;”

The purpose of the educational exchange service was

“to cooperate with other nations in—

- (a) the interchange of persons, knowledge, and skills;
- (b) the rendering of technical and other services;
- (c) the interchange of developments in the field of education, the arts, and sciences.”

During the past decade many efforts were made in pursuance of this legislation to communicate with foreign peoples through a wide variety of programs—information, culture, education, trade fairs, the performing arts, etc.—sponsored by different U.S. Government agencies.

At first it was felt that the objectives of PL 402 could best be achieved if the total communications program were an integral part of the Department of State. And for four years, foreign education, information, and cultural programs were administered in the Department. It was believed that the Department was the logical place for them, because they were foreign programs which could be gradually folded into the thinking and practices of American diplomacy and American foreign service officers.

By 1952, however, considerable difficulty with the operations and administration of these programs in the Department of State had arisen. Acute concern over these difficulties resulted in three separate inquiries and studies.

The first was the Fulbright-Hickenlooper hearings. In 1952 the U.S. Senate authorized its Committee on Foreign Relations to conduct a study of all aspects of the overseas information program.

The second was this Commission's Seventh Report to Congress which was issued in February 1953. This report contained recommendations and conclusions based upon five years of observation and study of the foreign information program.

The third was the inquiry conducted by the William H. Jackson Committee in 1953. This Committee, appointed by the President, represented an effort on the part of the Executive Branch of the Government to appraise the problems and potentialities of the psychological arm of U.S. foreign policy.



In August 1953, the information program was separated from the Department of State and the U.S. Information Agency was created and accorded independent status under Reorganization Plan No. 8. The related responsibilities for education and cultural activities, including the formulation and administration of the exchange program were split between the new Agency and the Department in Washington but not in the field.

In previous reports to the Congress, the Commission has commended the U.S. Information Agency on its progress and on its ability to develop avenues of cooperation with the Department of State on all levels of policy and administration. In the opinion of the Commission, USIA has obtained more coordinated foreign policy guidance as an independent agency than when it was in the Department. Many Ambassadors have also attested to the improvements that have been made.

From the earliest days of the foreign information program this Commission has observed the existence of two distinct and yet inter-related functions.

On the one hand it is important in the twentieth century for a diplomatic establishment to have available to it the entire apparatus and techniques of communication in order that its policies may be enunciated clearly and effectively and given wide distribution.

On the other hand, there has emerged in the past fifteen years the role of the communications specialist abroad who finds himself expounding on and disseminating information concerning every aspect of the country which he represents.

Some countries have recognized the existence of these two distinct yet strongly inter-related functions by combining into one mechanism the "cultural", "information" and "educational" activities in one formal ministry which is separate from the foreign office or ministry of foreign affairs.

The Commission believes that the traditional role, functions and responsibilities of the Department of State must be reserved exclusively to the Department. It must formulate sound foreign policies to meet every conceivable exigency. And it must provide all other U.S. foreign programs and activities with necessary foreign policy guidance by which it can control them. Its traditional role, however, is that of a *policy* forming mech-

anism, unencumbered by cultural, educational or information *operations*.

The experience of our first decade of assuming world leadership and organizing our resources to meet the challenges of Communist diplomacy and propaganda have demonstrated to this Commission that:

1. Foreign information operations have been conducted more effectively outside the Department of State but within the limits of its foreign policy guidance. The President's Draper Committee which was appointed to examine and review the foreign economic assistance program came to the same conclusions with respect to that program. The presentation, argumentation and conclusions of the Draper Committee's Report on the International Cooperation Administration (ICA), which was issued in 1959, parallels the argumentation and conclusions found in this Commission's Seventh Report to Congress in 1953. Both recommend against retaining *operations* in a department which by tradition has been responsible for formulating the foreign *policy* of the United States. Experience indicates, concludes the Draper Committee, that a separate agency is more likely to generate "high vitality" and a "sense of urgency" that is required and is also more likely to achieve "a vigorous, imaginative program and effective administration of the distinctive tasks involved."

2. To meet the competitive ideological and propaganda challenge of the future, *the time has come for the United States to consolidate all the foreign cultural, educational, and information programs in one agency of cabinet status*. The purpose is to ensure maximum coordination and unified direction of the total U.S. communications effort.

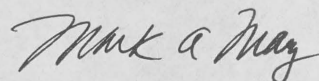
Although U.S. foreign information, education, and cultural programs have shown much improvement, their impact, from a total communications point of view remains difficult to discern when the U.S. information and education program is evaluated, country by country. Consolidation of all U.S. foreign communications in one agency will result in more unified and comprehensive planning, more economical use of what are essentially scarce resources, and a cumulative impact that will be more apparent. Previous bureaucratic divisions and differences should now be subordinated to the common purpose of achieving mutual understanding between the

people of the United States and the people of other countries, in this most critical area of international communications.

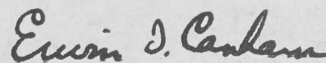
Communication techniques in reaching foreign audiences are essentially similar. Combining the diverse cultural, information, and educational programs will give belated recognition to this fact. It will enable the United States to enter into the competitive communications struggle in 1960 with a strengthened capability tested and matured by its past experiments and experiences.

The Commission believes the United States has the brains, the ideas, the techniques, and the resources that are necessary to meet this challenge successfully today and in the future. The Commission believes, however, that the essential task is to marshal and organize resources more effectively and to release creative ideas and energies that will be required in the long contest that looms ahead. If the ideas of freedom are to prevail they must be mobilized, organized, and communicated to the people of the world.

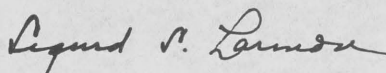
Respectfully submitted.



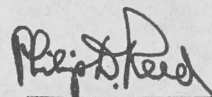
MARK A. MAY,  
*Chairman*



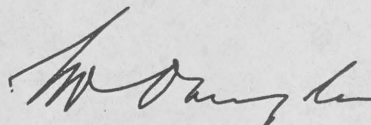
ERWIN D. CANHAM



SIGURD S. LARMON



PHILIP D. REED



LEWIS W. DOUGLAS





## APPENDIX 1

### COMMISSION RECOMMENDATIONS OF THE PAST DECADE THAT HAVE BEEN ACCEPTED AND IMPLEMENTED BY THE INFORMATION PROGRAM IN CHRONOLOGICAL ORDER

1. International broadcasting facilities including transmitters and relay stations have been increased and improved. More recently, supplemental funds have been appropriated by Congress for the construction of a consolidated East Coast facilities plant. This will provide the United States with a capability which will permit it to be heard around the world. The 1959 regular appropriation provided for the construction of Project Delta, a 500 KW medium wave installation for coverage of the Middle East area. The installation of two additional 100 KW transmitters in San Fernando in the Philippines was also completed. Installation of the third 100 KW transmitter in the Okinawa Relay Base was completed in December 1958.
2. Visual materials have been carried to small towns, villages, and rural areas by an increased number of mobile units.
3. There has been a substantial increase in documentary films and in language adaptation of these films.
4. An increasing number of American books and magazines have been sold abroad under the auspices of the International Media Guaranty program.
5. Almost 100 posts now monitor the Wireless Bulletin and translations are made into native languages.
6. Regional offices and branch libraries have been established outside capital cities.
7. The number of radio and information officers has been increased.
8. The use of local radio time has replaced or supplemented shortwave radio programs as a result of a heavy use of package radio programs.
9. A music transcription program has been developed.
10. The number of motion picture mobile units has become more adequate and wherever possible USIS employees accompany these films in order to explain them.
11. USIS documentary films are now exhibited in theatres around the world.
12. Appropriations funds for the information program have become more adequate.
13. The Agency has succeeded in adding skilled personnel to its numerous programs.

14. The information program was established as an independent information agency.
15. Better and more pinpointed targeting has been developed.
16. There was instituted a more systematic study of Communist propaganda activities throughout the world.
17. The training program has been substantially improved.
18. Field officers have been given more discretion and greater responsibility for the development and execution of country plans and programs, the production of materials locally and in the definition and selection of target groups to be reached.
19. Requests from the field are being handled more expeditiously.
20. The numerous overseas information programs were integrated and better coordinated when USIA was set up as an independent agency.
21. Executive officers have been assigned to many posts for the purpose of improving budget and accounting procedures, administrative support funds, and personnel management.
22. Better cooperation now exists between the foreign service officers and USIS in the field.
23. The information program has conducted more and better studies of foreign public opinion and has established more than a dozen research offices throughout the world.
24. The Agency has begun to develop long-range plans.
25. A number of management surveys of the program were conducted during the past ten years.
26. The number of super grades available to the Agency has increased.
27. In response to the Commission's recommendations that more be done with private organizations the Agency developed the People-to-People movement.
28. The Director of USIA was made a permanent voting member of the Operations Coordinating Board; he also attends National Security Council and Cabinet meetings.
29. USIA now has complete control over its personnel and budget.
30. Considerable progress has been made in granting diplomatic status and diplomatic passports to USIA overseas personnel.
31. The budget for the sale and distribution of low-priced American books has been increased substantially.
32. The Agency has established a staff for inspecting and evaluating its operations.
33. The Agency has attempted to weed out its unsatisfactory employees and to tighten up the standards for entrance into its foreign service.
34. The Agency has taken steps to remedy the weakness in language training. Each country PAO has been advised by the Director of USIA, that it is essential for field officers to possess the appropriate degree of language proficiency required by their positions and that improvement in language skills should have a high priority.
35. Following a study of television as an information tool, a decision was reached to set up television as a separate media service whose Director reports to the Director of USIA.

36. To emphasize the cultural program in the field, the Agency has established the policy of assigning a person experienced in cultural affairs to one of the two top positions in each USIS mission.

37. The Agency is represented on the

interdepartmental committee to study barriers to and means of promoting international travel.

38. The Director has set aside a contingency fund, which is used for emergencies and unexpected events on the international scene.

30. To improve the cultural program in the field, the Agency has established a group of specialists in cultural affairs, one of whom has been assigned to the U.S. mission in London. This group will be responsible for the cultural program in the field, and will report to the Agency on a regular basis. The group will also be responsible for the cultural program in the field, and will report to the Agency on a regular basis.



## APPENDIX 2



UNITED STATES INFORMATION AGENCY  
WASHINGTON

NOVEMBER 25, 1959

DEAR MARK,

This is in response to the Advisory Commission's request for a report on the action taken on the Commission's Fourteenth Report to the Congress.

The report was useful to the Agency in two important ways.

First, it set forth in clear terms the challenges facing the Agency and, at the same time, pointed out certain limitations which should be borne in mind. The report's sharp focus on the functions and objectives of USIA reflected realistically the operational goals which we must constantly endeavor to achieve. The limitations also were presented realistically. Thus the report serves as a continuing reminder of the basic responsibilities of the Agency in achieving its long term and all-important goals.

Secondly, the report placed before the American public a clear picture of the Agency's role in the field of foreign relations and what can and cannot be expected of it. The more the American people understand our efforts and support our objectives, the more successful we will be.

In regard to the Commission's comments on USIA's role as counselor on international public opinion, I am glad to report

Dr. MARK A. MAY, *Chairman*  
*U.S. Advisory Commission on Information*  
*Washington 25, D.C.*

that we are increasingly being asked to advise and to counsel by various elements of the Executive Branch of Government. I hope and believe that this trend will continue, provided there is reasonable continuity of organization and personnel.

As a portrayer of the United States to foreign peoples, the Agency is making good progress. Our ability to project American life and culture, in terms understood by the different audiences with whom we deal, improves as our own experience increases. Each Agency foreign service employee learns more daily about the people with whom he deals. When he leaves, he is able to pass on this knowledge to his successor. Thus our people are better able to interpret America and American life more effectively as time goes on. The support the Agency is receiving from private individuals and organizations in this effort is increasing, and as the years pass will enable us to achieve our objectives more quickly and effectively.

To continue to make progress, we need the support and understanding outlined in the Commission's conclusion to its report.

As requested, there follows a statement of Agency actions on the thirteen subjects contained in the report's appendix 1:

### 1. *Lack of Media Coordination Within USIA*

The Agency and its predecessors have been constantly concerned with the problem of achieving the greatest possible coordination of media activities. Progress has been made in the past few years. In 1959, additional steps were taken in

this direction. The Agency's new Cultural Planning Committee, working under the aegis of the Office of Plans, has brought together media and area representatives every week to consult on common problems and to develop joint projects in the broad fields of American life and culture. Media chiefs have presented their plans and discussed them with the Cultural Planning Committee in order to ensure greater coordination. Each medium now informs the other media and the area offices of its future projects in a required "plans" section of its monthly report. Several projects have been, or are in process of being planned, initiated and carried out on a multi-media basis with close collaboration by the Office of Plans and the area offices.

## *2. The Need for Regrouping the Washington staff.*

The Agency is continually reviewing its internal organization to achieve more cohesive grouping of units and greater economy and to assure new units are added only as changing foreign situations warrant new activities.

### *(a) The advisability of establishing an office of technical facilities*

Technical facilities are most efficiently and economically located in elements which are generally the largest users, with arrangements for other elements to be serviced as need exists.

Where centralization is needed, such as in reproduction, photographic laboratory, or electrical communications, it has been established.

Feasibility of maintenance by IPS technicians of some IBS equipment at overseas posts is being explored at

IBS's request. Tape recorders and similar machines would be maintained by IPS technicians who now service IPS radio-teletype equipment.

It is believed that the method of operations described above is the most efficient and that establishing an office of facilities would result in still another organizational structure and additional overhead costs.

### *(b) Combining all audio-visual activities*

Technical requirements in different audio-visual services are dissimilar in terms of expertise, operational methods, equipment, and staff required. However, when a major facility exists in one medium which can be used by another, the facility serves all the other media as needed.

### *(c) Combining of geographic area experts*

The Agency believes that the present organizational disposition of area experts, on the basis of functions performed, is best suited to effective program direction and media operations. Area experts are concentrated in offices concerned with program direction and media techniques. The Agency recognizes the need for close working relationships between the geographic offices and the operating and staff elements of the Agency in order to utilize to the fullest extent area expertise in the various elements. To this end, the area offices conduct frequent work sessions with groups of media and staff officers who work on problems peculiar to the respective areas.

The Agency believes that its operations would be adversely affected by withdrawing area talent from the operating

elements. The presence in the media of personnel with geographic experience makes more effective the interpretation and application of policy and program direction from the area offices.

### 3. *The Role of USIA in Policy*

The functions of the Office of Plans are geared primarily to meet the requirements of the Agency as a whole for over-all planning and information policy guidance on issues and subjects which transcend geographic areas. These functions include the provision of staff support to the Director. The provision of such support to the Director on the wide range of problems with which he is concerned is not, nor in the Agency's view should it be, the exclusive responsibility of a single office. Every element furnishes staff support to the Director, depending upon the substantive question involved. While the Office of Plans carries out this function in general fields such as science, disarmament, and labor, and others, and on general subjects such as the cultural image of the United States, the Area Assistant Directors' offices perform this function insofar as geographic area problems are involved. Other problems may require staff support by other offices, such as the Office of Research and Analysis or one of the media.

The Agency believes that it would be a duplication of effort and manpower to have "substantively knowledgeable" high level officers in the Office of Plans or in any other single staff for the primary purpose of providing more comprehensive staff support to the Director in his policy role. In this connection, the change in title of the Office of Plans (formerly the "Office of Policy and Plans"), which is

referred to in the Commission's report, does not mean that the office is no longer concerned with information policy matters. The change was intended to emphasize the fact that "policy" and "plans" should not be compartmentalized, but integrated.

The Office of Plans performs all of the five functions listed in the second paragraph of this section of the Commission's report.

### 4. *Has the Pendulum Swung Too Far in the Direction of Field Autonomy?*

The Agency view is "no". It is planned to continue maximum delegation of authority and responsibility to PAOs. PAOs do not have autonomy, but they must have a high degree of flexibility to meet complex problems and critical situations as they arise and to support country team decisions made on the scene.

The Agency policy since 1953 is to give PAOs maximum authority to determine program priorities in light of local conditions within the broad framework of over-all national and Agency policies. The Agency continues to provide "over-all creative plans and guidance" to the field and it monitors field operations through country plans, inspections, and visits of Area Assistant Directors to assure that posts operate in accordance with such plans and guidance.

### 5. *Fewer Programs*

The Agency agrees with the general view of the Commission regarding the desirability of concentrating on fewer objectives in the Agency's work both in Washington and in the field.

Several steps were taken toward this end in the past year. A series of basic planning and guidance papers was issued



which outlined the major themes on which media should concentrate in their worldwide output. PAOs were requested to prepare similar lists of the themes they think most important to emphasize in the countries in which they operate. The Agency continued to press its field staffs to narrow their objectives and themes in their country programs to achieve greater concentration of effort and greater impact.

The device of a special theme for each month employed by the PAO in Yugoslavia, which was recommended by the Commission, was commended to the attention of other regions of the Agency as were other devices employed by other PAOs for similar purposes. On a worldwide basis, plans are under way to provide material to all posts in connection with the 1960 White House Conference on Children and Youth as was done in the case of the Lincoln Sesquicentennial in 1959. The Agency is not prepared, however, to adopt the method used in Yugoslavia on a world-wide basis. At present, the idea of a Washington-directed concentration of effort on a global scale twelve times a year would seem to present more difficulties than advantages. Posts must assess their programming priorities in terms of local problems, resources available to them, and their total information needs. However, the Agency will continue to encourage use of devices such as this in individual countries as appropriate.

#### 6. "Local" Employees (*Foreign Nationals in USIS*)

It is Agency policy to develop foreign national employees into full-fledged members of the team and to utilize their specialized knowledge to the fullest.

The extent to which this can be developed depends on the local situation (human resources available, educational level, interests of the nationals, type of program in operation, etc.). The greatest successes are experienced in advanced countries while real problems and less successful attempts sometimes exist in the least advanced countries. The Agency continues to pursue this policy regardless of the obstacles encountered.

On-the-job training to improve the skills and abilities of foreign national employees is a continuing effort, supplemented by bringing outstanding nationals to the United States for orientation and specialized training.

The Agency's incentive awards program exists to encourage foreign national employees, as well as American staff members, to make significant contributions to the program.

#### 7. *The Agency's Evaluation Studies*

In the spring of 1958, the Agency established the present Inspection Staff and assigned to it the twofold responsibility for inspection of USIS operations and personnel and evaluation of USIS programming. The staff consists of six foreign service reserve officers and one secretary. These officers include three R-1s, two R-2s, and one R-3. Five have extensive field experience in the program, and one has background experience in the Legislative Branch and the Management Staff of USIA. Since its inception, the Inspection Staff has examined and completed reports on the program in 43 countries. Eleven more are scheduled for completion before the close of this calendar year.



#### 8. "Generalists" vs. "Specialists"

Area specialization is included in the Agency's career planning program. An officer in this program is expected to spend most of his career in two of the four world areas, with primary emphasis on one and secondary emphasis on the other. The Agency, in examining the feasibility of country specialization, made a thorough study of the values of long and short tours in a country. It was decided that in most countries it is preferable to have employees serve two tours of at least two years each. It was further agreed that, in the case of extreme hardship posts, only one tour should be scheduled, in order to distribute equitably assignments to such posts. Furthermore, the Agency feels that, if an officer is to develop his potential to the maximum, he must be assigned to a variety of posts at planned intervals in his career.

It is Agency policy to provide officers with both informational and cultural experience during their career development period. This requires varied assignments. For the present, we are seeking to place in the top two positions in each country officers who complement each other in their cultural and information backgrounds.

#### 9. Language Proficiency

Recognizing the importance of language facility, the Area Assistant Directors and other Agency officers are cooperating with the language training program to assure foreign service officers possess requisite language facility for their assignments.

The Agency is giving priority to training in languages that are spoken and read by millions in Asia, Africa, and the Near East.

A circular issued July 22, 1959 (122D and 119F, "Foreign Language Training Plans"), gives notice that Agency policy has been established requiring all foreign service officers to have an S-3 level of proficiency in a Western European language or an S-2 level in one of the languages of the Far East, South Asia, Near East, or Africa by June 1962.

#### 10. Area Knowledge

The Agency is giving maximum attention to area and language training within resources available. With present staff, it is not feasible to increase substantially the number of officers assigned to training, as many overseas positions would of necessity remain vacant. A drastic increase in area and language training would necessitate the recruitment of additional officers above present complements.

#### 11. Book Translation

USIS library holdings of books written in native languages have increased steadily in recent years and amount today to 30 percent of total holdings. The Agency accepts and is striving towards the 50 percent balance of books in native languages suggested by the Commission. In a number of countries in Asia, Africa, and the Middle East, however, it will be virtually impossible to reach this goal, because standards of literacy are as yet so low as to preclude the existence of a publishing industry active enough to produce sufficiently large numbers of translated editions.

The Agency obligated \$1,212,000 for book translation programs in fiscal year 1959. In 1960, the Agency estimates \$1,162,000 for this purpose. In 1961, the Agency is requesting \$1,336,000 for book

translation programs, an increase of \$174,000 over the 1960 estimate.

A slight increase in books translated with Agency assistance has occurred during the past year. 1958—872 editions; 1959—895 editions. This trend is expected to continue, since during 1960, for the first time in the program's history, additional titles will be provided by the foreign editions of American textbooks produced under the PL 480 textbook program. However, neither of these factors will provide for the increase envisioned by the Commission. Hence the Agency is redoubling its efforts to find ways of stepping up the program sharply.

The value of the translation program in achieving the objectives of our mission lies not only in the provision of desirable titles in native languages in our libraries, but more particularly in the results obtained through sale and presentation to key audience groups.

#### 12. *Better Presentation of Examples of Agency Achievements*

The unique mission of this Agency requires techniques designed to influence men's minds. It is difficult, if not impossible, to measure the impact of ideas disseminated through our media. The objectives of our program are long-range. Similarly, the results of our endeavors can be measured only on a long-range basis. The primary measurement of our achievements is found in the actions taken by the peoples of the countries in which we operate. We collect examples of actions which can be demonstrably related to our efforts,

but the larger effect of our mission can be measured only over a period of years.

Evidences of effectiveness of USIS in carrying out the mission of this Agency are submitted by field staffs throughout the year in the form of *ad hoc* reports. Once a year, the Agency receives from each post a comprehensive report assessing, from the viewpoint of the Public Affairs Officer, post progress during the year toward achievement of the planned country objectives. In addition, some measure of program effectiveness can be derived from the studies made by our Research and Analysis Staff. Data from these three sources are supplemented by the reports of our Area Assistant Directors and our Inspection Staff on their findings as a result of their survey trips. Information from all these sources is used by Agency witnesses appearing before congressional appropriations committees to justify the Agency's budget request.

#### 13. *Budget Presentation*

The Agency has in the past collected some data which could be construed as "dollars and cents economies". However, we do not believe that there are a sufficient number of clear-cut items of this kind to justify their inclusion as a regular part of budget presentations.

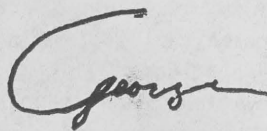
Related to the question of economy in operations is the fact that the Agency secures a good deal of contributed material and services through its People-to-People Program and the efforts of USIS posts in arranging for free radio and television time on local stations overseas.

There are also examples of specific economies growing out of employee suggestions. In most instances, the net result of operating improvements is greater program impact, rather than specific dollar savings.

We will, however, consider carefully the feasibility of identifying and compiling economies made in the Agency's opera-

tions in dollars and cents terms for inclusion in future budgets.

Sincerely,

A handwritten signature in dark ink, appearing to read "George", with a large, sweeping initial "G" that loops around the first part of the name.

GEORGE V. ALLEN

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